

## **Chapter 8**

### **LAND USE**

#### **INTRODUCTION**

The land use plan is a guide for the physical development of the county. It is based on goals outlined during the preparation of this plan and policy recommendations developed to achieve them. The goals express an attitude toward the county and should be representative of how citizens and governing officials would like life in the county to be. It is the duty of the planning commission, governing bodies, and citizens to edit, refine, adopt, enlarge, and alter these goals to fit their concept of the future of Grant County. The policy recommendations are included as development and growth guidelines. They represent procedures to be followed if the county is to develop in accordance with the stated goals.

The land use plan is presented as one of the final chapters of the Comprehensive Plan because it utilizes the findings and recommendations of all the preceding chapters. It is not intended as a precise blueprint for future development, however. In most cases, it does not attempt to project or propose exact locations and acreage needed for specific land uses. This type of "blueprint planning," while perhaps appropriate in a highly urbanized context, is not appropriate in Grant County for a number of reasons. Fluctuating market factors, a greater mixing of uses in most areas, and a less intense level of existing development all favor a broader type of land use planning based on policy guidelines.

Thus, the future land use map proposed in this chapter is intended to be general in nature and is accompanied by policy recommendations affecting the location and impact of each land use type. Specific application of the guidelines to new development in the county will occur through amended zoning and subdivision provisions and through the day-to-day development decisions of the Planning Commission and legislative bodies.

The process of developing land use policy guidelines includes analysis of present land use patterns and trends, problems associated with these patterns and trends, and recommendations for future land use. A general evaluation of existing land use patterns and trends is discussed first. This discussion is based on existing land use work maps prepared during the planning process. Next, future land use maps for the county and each city are presented along with policy recommendations to guide future land use decisions.

Before developing a plan for future land development, it is necessary to understand existing land use patterns, trends, and relationships, as well as problem areas. This will be the basis from which recommendations for future use are developed. Overall settlement patterns within the county will be summarized, followed by a discussion of existing land use. For both the existing and future land use discussions, the following land use classifications shall be delineated as follows:

#### **LAND USE CATEGORIES**

##### ***RESIDENTIAL LAND USES***

Existing residential land uses are grouped into two categories; low density residential and high density residential. Low Density residential includes single-family, individual mobile homes and low density duplex development. Low density residential land use may be defined as 0-3 dwelling units per acre. High density residential uses can include single family detached homes, duplexes, multi-family units and mobile home parks. High density residential land use may be defined as greater than 3 units per acre.

## ***COMMERCIAL LAND USES***

All existing commercial land uses fall into this category but may be classified and described as follows:

Retail commercial land use consists of those types of establishments, their attendant buildings, and lot areas which are used in the retail sale of merchandise for personal, household, or farm consumption and the rendering of services which are incidental to that sale.

Office commercial land use is comprised of those types of establishments, their attendant buildings, and lot areas which contain businesses primarily engaged in rendering financial, insurance, real estate, and specialized professional services. Examples are banking establishments, real estate offices, law offices, and the like.

Service commercial land use generally consists of those types of establishments, their attendant buildings, and lot areas which contain businesses primarily engaged in the rendering of all personal business, repair, and amusement services not otherwise included in the office category and not involving the sale of specific merchandise (except incidentally). Examples are barber and beauty shops, dry cleaning establishments, appliance repair shops, and commercial amusement services.

Wholesale commercial land use generally consists of those types of establishments, their attendant buildings, and lot areas which contain businesses primarily engaged in the selling of merchandise in large quantities to retail commercial operations; to industrial or professional users; or to other wholesalers; or acting as agents in buying merchandise for or selling merchandise to such users.

## ***EMPLOYMENT OFFICE/INDUSTRIAL LAND USES***

Employment types of land use are ones that serve as locations that are typified by offices that offer services or industries that produce products in which the goods and services are distributed to consumers who are off site. Restated, these sites are characterized by the trips generated by these sites are almost entirely workers or shipping of goods and entail little interaction with the consumer. For example, an office employment land use would be telephone service centers, corporate offices, or companies providing services for other businesses. An industrial land use is that type of establishment, its attendant buildings, and lot area which are primarily engaged in the mechanical or chemical transformation of organic or inorganic substances into new products whether the products are sold back into the manufacturing process or sold wholesale or retail. Uses primarily engaged in the warehousing storage of commodities and landfilling, recycling and other primary waste handling facilities are also included in the industrial classification. Both office and industrial uses tend to be sited in office or industrial “parks” that make use of common amenities such as access for cars and rail lines for shipping, and infrastructure items like high speed internet access.

## ***PUBLIC/ SEMI-PUBLIC LAND USES***

Public and semi-public land uses are defined here to include three categories of uses: (1) all enterprises engaged in providing transportation services, communications services, or utilities; (2) public buildings and lands, including government buildings, public schools, and public park and recreation facilities; (3) semi-public land uses that serve the public but are not government-owned, including churches, hospitals, cemeteries, and charitable and social service organizations. Semi-public land uses, including churches, hospitals and clinics, cemeteries, and other welfare and charitable services, are scattered throughout the county.

## **AGRICULTURAL AND OPEN SPACE LAND USES**

All land which is used agriculturally or is undeveloped is included in this category. Much of the undeveloped land in the county is steep land with slopes of 12-20 percent or more. These lands are not well suited to urban-type development, though potential uses for these lands may include passive recreation or very large lot single-family or estate development.

## **WILLIAMSTOWN EXISTING LAND USE**

Williamstown is the county's largest city and county seat, lies south of Dry Ridge and adjacent to it at one point. Williamstown grew rapidly during the 1960s and 1970s, but slowed its growth in the first half of the 1980s. In 1990, the city had a population of approximately 3,040 people, while in 1998, that figure had grown to 3,523. Future growth will take the city population over 4,000 before the year 2010. Future annexations and new development proposals will determine the rate and nature of the new growth.

Commercial development of the city began with its historic central business district which still remains a vibrant part of this city. In recent years, the commercial development has extended along U.S. 25 to both the north and south. This strip development north of the city has extended to the city limits of Dry Ridge. Some residences along this corridor have been converted to commercial uses or home businesses. Another area of commercial development exists at the intersection of KY 36 and Interstate 75. This development includes several motels, restaurants and gas stations.

Residential development in Williamstown in past years occurred mostly south and east of the central business district in the vicinity of Sunset Drive, James Street, Southern Drive and Cynthia Road. In the past two years, Williamstown has had three major proposals to develop subdivisions along KY 36, Main Street and the recently annexed Barnes Pike. In addition to single-family development, it is important to note that Williamstown has the greatest concentration of apartments, duplexes, and mobile homes.

The main industrial area in Williamstown is located along Industrial Road, with another large site, mostly vacant, located in the southern part of town west of Interstate 75 and between the Interstate and U.S. 25. Presently, one use that has acquired land in this area is a veterans cemetery that will use 100 acres for the cemetery and other facilities for veterans affairs. Other industrial development in the area is located in the area around ABC Components and Epperson Landfill.

Public land uses in the City of Williamstown include the City Building, Fire Department, Grant County Courthouse, Williamstown Waterworks, Williamstown Independent School System which operates two schools on a single campus and the Grant County library located downtown. Park facilities are located at the school and at nine-acre Webb Memorial Park.

## **DRY RIDGE EXISTING LAND USE**

The City of Dry Ridge, eight miles to the south of Crittenden along Interstate 75 and U.S. 25, is also growing rapidly. The population of Dry Ridge was approximately 1,603 in 1990 and has grown to 1,972 in 1998. Growth pressures are currently strong in this community and will likely continue as long as the city can continue to provide utility services. Dry Ridge, like the City of Williamstown, began with development in the older central business district. However, in recent years, this district has expanded at a rapid pace to include most of the area along U.S. 25 to the I-75 interchange. Also, like Williamstown, many older homes along this corridor have been converted to businesses. Development along this corridor without the use of frontage roads and access management techniques has resulted in a highly congested area. Another major commercial development in this area is the Dry Ridge Outlet Mall. As a regional shopping

center, this mall attracts people from northern and central Kentucky as well as travelers from I-75.

Residential development originally occurred near the commercial center of this city. However, with the tremendous amount of growth to the area, new subdivision development has mostly occurred on Taft Highway and KY 467. Just outside of the city limits, the Dry Ridge-Mt. Zion Road has become a major center for residential development. In addition, Dry Ridge has the second greatest concentration of duplex and multi-family dwellings.

Dry Ridge has the greatest concentration of industrial development in the county. Major industrial development includes the Verst property on U.S. 25 and Ruthman Drive. A total of six industries are located in the city.

Public land uses include the Dry Ridge City Building, Dry Ridge Elementary and fire department. Piddle Park (15 acres) located close to the center of the city is also included in this category.

### **CRITTENDEN EXISTING LAND USE**

Crittenden, located at the northern end of the county along Interstate 75 and U.S. 25, grew rapidly in the 1970's and 1980's and has continued to grow since 1990. In 1990 the population was 756 and by 1998 had grown to 1,919. This compares to the projected figure of 965 that was the "high" growth rate figure. As can be determined by these figures, growth will likely continue because of regional growth pressures, proximity to the urban areas to the north, and the availability of sewer service.

Crittenden has a small central business district with this area extending to I-75. This development consists of gas stations, restaurants, several banks and car lots. However, the predominate development in this area has been residential. Crittenden had relatively few duplexes, apartments, and mobile homes in 1980, a situation which has changed since then with the development of Harvesters Subdivision and some smaller apartment development in the downtown area. Crittenden has an industrial park that is quickly filling with small manufacturing companies and a medical facility, but has not yet been filed. Approximately half of the 100 acres is still available, with infrastructure in place. Public land uses include the Crittenden City Building, Crittenden Elementary School, Fire Department, and Bullock Pan Water District. Also included in this category is the 1,179 acre Curtis Gate Wildlife Refuge and 54 acre Grant County Park.

### **CORINTH EXISTING LAND USE**

Corinth, located at the southernmost end of the county along U.S. 25 and east of I-75, is the smallest incorporated city in land area and population. The population of Corinth peaked in 1950 at 287 and has declined as I-75 (to the west) diverted traffic away from the city. Current growth pressures from Scott County to the south, a new sewer system serving the city and current annexation attempts should result in some redevelopment and new growth in the area. Corinth currently has an older small business district with some industrial development. This area also includes older residential development. Corinth's housing stock consists mainly of single family homes and several apartments. Although, one new multi-family dwellings have developed with another area pending site plan approval. Public land uses include Corinth City Building, Fire Department and small ball field.

### **GRANT COUNTY EXISTING LAND USE**

In addition to the four incorporated cities, there are several unincorporated communities in the county. The largest of these are Jonesville, Mt. Zion, Holbrook, Sherman, Mason, and Cordova.

Jonesville, located at the junction of KY 36 and KY 1132 in western Grant County adjacent to the Owen County line, is a small community of approximately forty single family homes a post office, bank, grocery store, and a retirement home. Mt. Zion is located at the junction of KY 2942 (Mt. Zion - Crittenden Road), KY 1942 and the Dry Ridge - Mt. Zion Road about four miles southwest of Crittenden. This community has dwindled over the years and currently consists of a cluster of single family homes and a combination general store/service station. Holbrook, located at the junction of KY 22 and KY 1993 in southwestern Grant County, consists of a cluster of houses, a grocery store, and two used car dealerships.

Sherman centers around U.S. 25 and KY 1994 between Crittenden and Dry Ridge, although development is somewhat spread out along U.S. 25 in both directions. The only commercial activity in the Sherman area is a garage, but there is potential for additional residential and commercial development requests because of growth pressures generally evident along the Crittenden - Dry Ridge corridor. Mason is another U.S. 25 community located in southern Grant County at the U.S. 25 junction with KY 1993 (Lawrenceville Road). Like Sherman, Mason is less a community than a strip of residential development along the highway, anchored to a degree by a grocery/general store and post office near KY 1993 and an elementary school about two miles to the south. Finally, Cordova is located in southeastern Grant County at the intersection of KY 36 and KY 330. It consists of a cluster of homes and a general/grocery store. These small communities are mainly located in agricultural areas and show little or no evidence of recent growth. The possible exception is Sherman where there is some pressure to convert agricultural uses to more urban type uses.

While there is little new growth in established unincorporated communities throughout the county, there is substantial development occurring along many county roads in rural Grant County. This development ranges from modest single family mobile home dwellings and stick-built dwellings on small lots to larger homes on larger acreage's of farmland. This development pattern, while offering a desirable rural or estate type lifestyle at low densities, poses service delivery, traffic safety, and environmental problems at greater densities. For these reasons, rural growth patterns and their consequences should be examined with care in Grant County.

Residential land use in Grant County is located mostly around Lake Williamstown, KY 467, Dry Ridge Mt.-Zion Road, Lemon Northcutt Road, and Crittenden Mt.-Zion Road. This development pattern has created a number of consequences for the residents and the community. First, many residents are living in remote areas beyond the economically feasible service areas for water and sewer utilities. This results in public health problems (as well as violations) for some residents and in environmental degradation in many instances. Other services, such as police, fire, road maintenance, school bus, rescue, ambulance, library, and hospital services are extremely expensive and difficult to provide in remote areas.

Public land uses include the Mason-Corinth Elementary schools, fire department sub-stations, the Kentucky State Police Post and land located on US 25 and Heekin Road purchased by the Grant County School Board for the location of a new high school.

## **FUTURE LAND USE - INTRODUCTION**

Future Land Use Plan is intended as a guide for the physical development of the county. The plan includes proposals for the amount and location of land that will be needed as the county grows. Its purpose is to serve as a basis for creating an environment, or pattern, of development, where the various uses land complement rather than conflict with each other.

The future land use plan includes both the future land use maps and the associated text. Exhibit I, located in the back pocket, and Figures 8-1 through 8-4 show the suggested future development patterns of the county and the cities. In some areas the maps shows that little or no change from existing land use patterns is anticipated. In other areas, significant change is anticipated, though this change may occur at various rates or not at all in the next five to ten

years due to unpredictable economic and other factors. Rezoning of various areas consistent with future land use designations may therefore become appropriate at various times throughout or beyond the five year planning period as conditions warrant. Nevertheless, the maps indicate areas deemed most suited to future urban development when it occurs.

The second major element of the future land use plan is a set of land use policy recommendations included in the text. These policies supplement the maps by providing a framework for managing and directing the changes that will occur during the planning period. Application of the policy guidelines will help determine when an area is ready for the changes anticipated on the land use map. At times application of the policy guidelines may indicate the appropriateness of changes not anticipated on the land use map, necessitating an amendment to the land use map prior to granting a development request.

In addition to determining the appropriate location and intensity of various land uses, however, the policy guidelines provide a framework for reviewing and ensuring the quality of new development and for regulating the impacts of new development on surrounding uses, on the environment, and on existing public service delivery systems. These policies will be implemented both through the subdivision review process and through site review of new development proposals.

## **BASIC ASSUMPTIONS**

Basic assumptions about future social and economic conditions in the county underlie the formulation of goals, objectives, and policies upon which this plan is based. These basic assumptions, some of which have been stated or implied in previous chapters, are as follows:

Economic growth will continue in the county as a result of existing development pressures. Current growth rates are likely to slow, however, if national and regional growth rates slow.

Population growth will continue in response to economic opportunities and regional cost-of-living factors. Some of this growth will result from natural increase in population and some will result from in-migration. In the near term, population growth may continue to outpace economic growth unless development controls are implemented. No major natural or economic catastrophes are anticipated during the planning period.

The major transportation mode in the county will continue to be private auto, with some supplemental publicly funded transportation available for special population groups, such as the elderly. The topography of the county will continue to be a major factor in determining appropriate and economically feasible development patterns, including type and intensity, throughout the county.

As a result of new and continuing federal and state initiatives, environmental protection will become a more significant aspect of the development process. This factor, combined with economic and topographic constraints, may affect the type, intensity, location, timing, or cost of new development.

Projected national and regional demographic trends show a decline in the number of workers and children in relation to total population by the end of the next decade. At the same time quality of life aspects of community living are becoming more important to workers and their families. Maintaining and improving quality of life factors will therefore be critical to attracting and retaining jobs and workers in the future.

## **WILLIAMSTOWN FUTURE LAND USE**

Exhibit I located in the back pocket is the Future Land Use Map for Williamstown. Most of the area within the city limits has been developed, however, with the unprecedented growth of

the county, it is expected that residential development will occur at a rapid pace within the next few years. A moderately sized subdivision on KY 36 and a large subdivision development on Barnes Pike have been recently approved. Additional commercial development is anticipated near the interstate and also on the U.S. 25 corridor leading to the city limits of Dry Ridge. Many homes currently located in this area are likely to be converted to commercial uses within the next five years. Expansion of existing industrial areas is expected. Lake Williamstown and the residential areas existing around the lake may constitute the city's greatest challenge in growth policy. The isolated nature of the area and its lack of services, coupled with the number of homes in the lake area, will require the attention of city and county leaders within the near future. The use of the lake as a recreation resource should see continued growth in residential development around the lake. A future expansion of the lake by relocating the dam downstream would also have a major impact to the region.

**Williamstown Future Land Use Map - Exhibit 1**

## **DRY RIDGE FUTURE LAND USE**

Figure 8-1 is the Future Land Use Map for Dry Ridge and the immediately surrounding area. Major developments which will impact the future land use of the city will be the expansion of the Dry Ridge Outlet Mall, the extension of the commercial corridor from downtown to the interstate and from downtown along US 25 to the new Dry Ridge Bypass Connector. Like Williamstown, it is anticipated that most of the existing homes will be converted to commercial uses in this area. Another commercial development of importance is the Blackburn Farm located at the I-75 interchange. It is projected that this area will be developed with a shopping center, hotel and possible retirement home in the planning period. In addition, the extension of Blackburn Lane (across the road) is likely to occur during the planning period. Expansion of the existing industrial park is also likely. Future annexations should progress along the Dry Ridge-Mt. Zion Road and take in existing residential subdivisions.

**Dry Ridge Future Land Use Map - Figure 8-1**

## **CRITTENDEN FUTURE LAND USE**

Figure 8-2 is the Future Land Use Map for Crittenden and the immediately surrounding areas. As can be seen from the existing land use map, most of the current development of Crittenden is residential with some commercial along the U.S. 25 corridor and I-75 interchange. This trend is projected to continue especially with the location of the Toyota North American Headquarters to the north in Boone County. Additional multi-family development has occurred in recent years and is also projected to continue. Industrial development may also occur at the northern most tip of the city limits as the land is currently zoned for this purpose and is in a prime location. Future growth will be west of I-75, and will need to be balanced with the existing center of Crittenden on the east. Bullock Pen Lake will be another area of growth for residential and recreational uses. Lebanon Road and the Crittenden-Mt. Zion Road should see continued growth, while the Gardnersville Road area will pose a problem due to the railroad crossing at US 25.

**Crittenden Future Land Use Map - Figure 8-2**

## **CORINTH FUTURE LAND USE**

Figure 8-3 is the Future Land Use Map for Corinth and the immediately surrounding areas. In recent months, the City of Corinth has pursued the possibility of annexing property. The future land use map includes these areas and their potential land uses. It is not anticipated that land uses in the city will change drastically besides the development of multi-family complex to be located on Corinth-Owenton Road. However, areas along I-75, if annexed, should begin to develop commercially. Currently, it is not anticipated that any new industrial development will occur within the planning period. Future annexations should extend west toward the I-75

interchange to include areas most able to support new growth. The Lake Corinth area should also be taken into city limits at the appropriate time to extend city services to this area of residential and recreational development. Future development for the south portion of Grant County in the Corinth area may include a golf course with residential adjoining. This development could encompass as much as 2000 acres, and may be annexed into the city limits of Corinth.

### Corinth Future Land Use Map - Figure 8-3

## GRANT COUNTY FUTURE LAND USE

Figure 8-4 is the Future Land Use Map for the remaining areas of Grant County not shown on the city land use maps. The predominate development for Grant County is expected to remain residential in nature. These areas include Dry-Ridge Mt-Zion Road, Lemon Northcutt Road, Crittenden Mt.-Zion Road, Alexander Lane, Ruark Road, and areas around Williamstown Lake. Commercial or industrial areas are not likely or encouraged unless adjacent to existing city limits where the appropriate infrastructure is available.

### Grant County Future Land Use Map - Figure 8-4

#### ***FUTURE PUBLIC/INSTITUTIONAL/RECREATIONAL DEVELOPMENT***

Several types of public expansion should be considered for Grant County most of which involve recreational uses. With the growing school age and elderly population in the area, it is recommended that committee be formed to investigate development and funding of a parks and recreational facilities which provide a wide range of activities for all age groups. Possibilities include:

1. The adaptive reuse of an existing structure for a community center.
2. Establishing pedestrian and bike ways in areas designated by the state.
3. The development of a well-balanced open space program which ensures preservation of land for recreational purposes.

The other category under this section is public or institutional buildings. Currently, many of the public buildings are new and handicapped accessible. One exception to this is the Grant County Courthouse. Plans for expansion and renovation of the existing Courthouse have been tabled due to costs. Alternatives for renovation are being developed in order to improve the existing space. Some offices which had been housed in the Courthouse are being put in other buildings, such as the Disaster and Emergency Services office which is now located in a house adjacent to the Courthouse.

#### ***FUTURE LAND USE OBJECTIVE***

The principal objective of the Land Use Plan for Grant County is to contain urban development into areas where urban services are either presently existing or to areas where such services can easily be extended without undue cost. Urban development includes, but is not limited to industrial, commercial, high density residential and concentrated single family uses. It generally does not include agricultural uses and their related housing. This objective accomplishes two basic purposes:

1. Future development will have minimal impact upon the direct and indirect costs of providing government services and will thereby assure government of ground utility and service planning and future residents of a continued high standard of service.



2. Prime agricultural areas will be protected from concentrations of residential development and commercial urban sprawl.

## **LOCATION PRINCIPLES AND POLICIES FOR FUTURE LAND USE**

General principles relating to the location of urban land uses provide a reference for the Planning Commission in the development of a Land Use Plan and other devices to promote the orderly and systematic growth within the Grant County and unincorporated cities. Principles for the major types of land uses are provided below as guidelines for consideration of zone change requests.

### ***GENERAL PRINCIPLES FOR NEW DEVELOPMENT***

1. All new development shall meet all applicable federal, state, and local standards regulating impacts of development on land, air, water, historic resources, or natural areas in the county.
2. Development shall be contiguous to already built-up areas to minimize costs of public facilities such as water, sewer, police and fire services.
3. Where land conditions are in doubt, it shall be the responsibility of the developer to prove the feasibility of development upon the land in compliance with federal, state, and local regulations and standards.
4. No lot shall be created by any subdivision of property that will result in a failure of any lot, existing structure, or activity on land to conform to any applicable county or city regulations.
5. All development shall utilize and retain natural topography and vegetation in the development design and layout to the extent practicable
6. Development of hillside areas at flatland densities and standards create problems of unstable cuts and fills due to excessive grading; it creates potential problems of erosion, slippage, street design, storm water drainage, sewage disposal, water supply, and access for fire fighting. In order to reduce these problems, the over development of slope areas should be avoided and no development of a principal structure shall occur on hillside fill areas unless such areas meet compaction standards adopted by the appropriate legislative authority.
7. No development should be allowed to be built in designated 100-year floodplain areas and should be discouraged from being constructed in areas containing numerous sinkholes.
8. The protection of structures and sites, which have historical value, is encouraged in the development process.
9. Areas of critical environmental importance, areas of high ecological sensitivity, and areas containing unique natural features shall be preserved in the development process.
10. Compatibility standards shall be established requiring more intense uses locating next to less intense uses to provide buffering to protect the less intense use from the impacts of noise, glare, dust, vibration, odors, traffic or other vehicular use, and visual appearance. Acceptable buffers may include any combination of fencing, deciduous and/or evergreen planting, open space, or earth mounding, as approved by the Grant County Planning Commission pursuant to standards adopted by the fiscal court and the cities.

## ***AGRICULTURAL DEVELOPMENT POLICIES***

To promote the continued viability of agricultural uses of land in Grant County, service businesses which directly support the agricultural economy and related service establishment shall be permitted as conditional uses in agricultural areas subject to standards to be developed by the Grant County Planning Commission and approved by the appropriate legislative bodies.

In years past, the majority of new residential development has been in one acre lots located in remote, rural areas of Grant County. Policies implemented in 1996 altered this pattern somewhat. In 1996 the minimum lot size for land zoned Agricultural, (A-1) was increased from one to ten acres, and new zoning designations were created, Agricultural-Estate, (A-2), Rural-Residential, (R-R), and Agricultural-Homestead, (A-H). These new zones provided for subdivision of land in rural areas under the scrutiny of the Commission within the zone change process. These new policies had the effect of directing much of the new growth into areas contiguous to existing development with infrastructure already in place. It also curbed, but did not eliminate, the practice of creating single acre lots in remote areas. This type of residential development has two major disadvantages. First it makes inefficient use of land, creating subdivision with lots an acre or more in size. Yet, overloading of septic systems is also a concern. Second, it threatens prime agricultural lands as these lands, although still zoned agricultural have really been converted to residential use.

New residential development is still a major concern for Grant County. Further development of new approaches to direct growth is needed, and that may take any of several forms. Boone County to the north is implementing a program for the transfer of development rights that would address both the new growth and serve as a source of revenue to areas that are not designated to grow. This is done by requiring that new development secure the “development rights” of agricultural lands in order to gain approval. This type of system has the benefits of providing income to land that might otherwise be offered for development that would not be sustainable. It would also increase the cost of new development however, and is a very complex system to administer.

A second alternative to the present pattern of rural development would be cluster zoning. In this scenario, a concentrated area of housing is allowed in exchange for set aside open areas. Instead of twenty houses scattered over twenty one acre lots, twenty houses could be placed on five acres with 1/4 acre lots. The remaining fifteen acres would then be used for open space, agricultural use or recreational use. This type of development preserves open land and allows more efficient development. The disadvantages are that more complicated legal mechanisms must be used to insure that the open area is not developed and concentrated houses on septic systems can be a problem. Alternative waste disposal systems such as group septic systems may be an option.

The third alternative would be to designate rural areas on the basis of infrastructure and proximity to the cities. Zoning decisions would then proceed under the present zoning schemes with development limited to areas that can support residential growth without impacting agricultural activities. This system would utilize the present zoning ordinance and zoning change requests would be considered based upon infrastructure reports. The infrastructure reports would be submitted to the Planning Commission by the developer and reviewed by Planning Staff. This system would allow for the Planning Commission to exercise their discretion in granting applications that would aid agricultural activities and deny the proliferation of rural enclaves that put traffic and septic systems into areas with productive farmlands. This system would require a good deal of background information be collected by planning staff and applicants, but would not require a complex new regulatory system to be crafted. Ultimately, this regulatory scheme could be based upon a “point system” to measure

the level of acceptability of proposed development to the principles within the Comprehensive Plan. This would allow for guidance in remedial design features to bring the proposal into conformance with the Plan, or when necessary, to recommend disapproval of the application when it is not in accord with the Plan, and mitigating design measures would be to no effect. Such a point system would be based upon the criteria for rural residential development in the following paragraphs below.

For example, a rural area with many farming activities would be designated for the highest degree of preservation from residential development. A request for a zoning change in these areas would be viewed on the basis of existing number of residences and the impact of the new development to the existing farming activities. Other areas with little farming and close proximity to good roads, sewer services and city water would be designated for rural residential growth.

The advantages of this system would be that the use is clearly designated, protecting property values. Also, public input would be allowed when land changes use. This is not currently the case with development in the rural areas. The major disadvantages would be that it will take local time and effort to develop to the new land use designations and determined the initial location of these areas.

The solution to current development trends could be a combination of the above options. Recommendations should be developed as part of an overall review of current zoning regulations. County officials should be directly involved in such a study as the Grant County Fiscal Court will ultimately have to approve any changes to the zoning ordinance.

The following criteria should be considered when rural residential development is proposed.

1. Soils - Soils considered to be prime farmlands by U.S. Department of Agriculture area of major importance in providing food and fiber. They have properties favorable for economic production of high yields of crops with minimal inputs of economic resources. Farming these soils results in the least damage to the environment. Deterring urban development from areas with prime soils should be encouraged to be consistent with the goals related to agriculture. Many areas exist in Grant County where prime soils are not located. Development of a residential nature in these areas will not greatly impact agricultural production.
2. Surrounding Land Use - Reducing conflicts between various land uses is a central concern. Farming requires use of heavy noise machinery and produces dust that can be disturbing to non-farm rural residents. One the other hand, farmers may be disturbed by vandalism to crops and fences which may occur when large numbers of people live near their operations. Residential developments should be discouraged in areas where little previous residential development has occurred.
3. Previous Land Use - A good method for determining which lands are no longer agriculturally viable is by looking at when the land was most recently farmed. Land currently being farmed or farmed within the last year may still be economically productive while land not farmed for the last five years may have lost its utility.
4. Proximity to Closest Fire Station - This indicator is concerned with the costs of providing additional public services to previously undeveloped areas. If too much development is allowed in areas which are great distances from existing fire stations, the need to locate additional stations will increase costs to local government.
5. Type and Width of Road - This is another indicator of public service costs. New development on narrow, unpaved roads will eventually require road improvements. An orderly plan for county road improvements is the desirable and cost efficient method of managing public road systems. Consequently, rural residential development

should be located near or along already improved roads. Although, lots for residential development should not front directly on collector or arterial roads.

6. Number of existing houses in proximity to the proposed development. Some areas already have more homes than can be reasonably supported by the roads and other infrastructure in the area. Density of residential development cannot be adequately measured in terms of the number of dwelling units per acre. Rural roads that do not have a full through connection should be limited by the amount of road frontage, and each rural road should be gauged to determine the number of homes that can reasonably be supported without changing the character of the rural area.
7. Will the increase as proposed be further increasing the impact of non-agricultural land uses on the existing farming activities? Many negative impacts of new growth in rural areas can be cited. Additional traffic on roads meant to serve farms, septic systems that contaminate surface and ground water, and the conflicts of a suburban residential lifestyle in farming areas, and vice versa.

#### ***EXISTING RURAL SETTLEMENT DEVELOPMENT STRATEGY***

Throughout the rural areas of Grant County, there exist small settlements or communities that possess a strong historical, physical and social identity. These settlements are characterized by public recognition of their existence, limited urban services, low density of development and a desire of the residents to maintain the identity of their community. These communities include: Jonesville, Mt. Zion, Holbrook, Sherman, Mason and Cordova.

In order for these settlements to continue to exist, provisions must be made for limited residential expansion. This allows young people in the community to form new households and permits the replacement of housing that has become physically unsound.

Where such settlement exists and fire protection, a public water supply, electrical service, a local school and environmental conditions conducive to the safe and effective operation of septic systems are available, it is proposed by that limited and controlled residential expansion be permitted.

#### ***RESIDENTIAL DEVELOPMENT POLICIES***

The following are general principles that apply to all new residential development:

1. The construction of a broad choice of housing types and densities, both rental and for sale units, for various socio-economic groups, shall be encouraged.
2. The increase or decrease of density can function as a transition between incompatible land uses.
3. Residential development should be of a very low density, rural character in areas where urban services cannot economically be provided, and are not anticipated to be provided within the planning period.
4. Permitted residential densities shall be calculated on the bases of net developable land, excluding street right-of-way, other public land dedication and shall be compatible with adjacent land uses.
5. New development shall be located so as to provide a variety of housing types and price ranges in each region of the county
6. Residential areas shall generally be located away from incompatible land uses such as railroad tracks, waste disposal sites, and commercial or industrial sites characterized

by high traffic volumes, odor, noise, dust or dirt, or any other nuisance created by these types of uses.

7. Residential subdivisions at densities greater than one unit per net acre must be served by central water and sanitary sewer systems.
8. Encourage mobile homes to locate in well-designed mobile home parks. Encourage the development of a safe and attractive pedestrian environment in the CBD.
9. Within the residential land use category, several zoning categories, including existing zoning categories, are possible. Each zoning category shall specify the minimum development density which shall be permitted by right in that zoning category. The Planning Commission may wish to consider modification of the definitions of these zoning categories to facilitate implementation of these provisions following adoption of the plan.
10. Within the range of allowable densities specified for a given residential zone, the maximum permitted density for residential development in that zone at a given time shall be determined based on consideration of the following:

#### **Soils and Slope Assessment**

1. Acreage in different soil groups
2. Acreage in slopes of varying degrees
3. Other physical limitations of the site.

#### **Community Services Assessment**

1. Percent of adjacent and surrounding area developed.
2. Characteristics of the access road:
  - a. Hard surfaced, state maintained road
  - b. Hard surfaced, county maintained through road
  - c. Gravel surfaced, county maintained through road
  - d. Gravel surfaced, county maintained dead-end road.
  - e. Public or private road, not publicly maintained

#### **Characteristics of road network serving development:**

1. Distance from nearest state or federal highway with available capacity to absorb projected increases in traffic due to proposed new development.
2. Distance from county maintained road of at least 18 feet in width with available capacity to absorb projected increases in traffic due to proposed new development
3. Distance to nearest development within an incorporated area
4. Access to central water supply with available capacity serve the proposed development or area at the proposed density

5. Access to central wastewater treatment facility with available capacity to serve the proposed development or area at the proposed density

#### **Proximate to Public Facilities**

1. Distance to public school facility with capacity to accommodate additional students at projected date of project completion.
2. Distance to a) a fire department, and/or b) a fire hydrant.
3. Compatibility with adjacent or surrounding development, in terms of type, intensity, and nature of existing or planned land uses.
4. Distance to the nearest neighborhood shopping.

#### **Design**

All new residential development proposals shall include the following design elements:

1. Residential units normally should not be located facing directly on, or have access directly to arterial or major collector roads.
2. Adequate buffering and/or building setbacks shall be required where residential uses abut arterial or collector roads or existing industrial or commercial uses.
3. Each residential area or neighborhood should be served internally only by minor streets that discourage through traffic. These minor streets should channel local traffic into collector streets that serve to connect several neighborhoods with major thoroughfares.
4. Residential developments should offer amenities in the form of varied topography, attractive vegetation, or good views, avoiding sites that are low, poorly drained, or with slopes exceeding 12 percent
5. All residential development shall be required to provide adequate off-street parking

#### **COMMERCIAL DEVELOPMENT POLICIES (Grant County)**

It is proposed that the majority of commercial service needs of Grant County can be adequately met by the commercial areas of the existing four cities. However, the existing general-store type commercial facilities in rural areas should be allowed to continue.

Commercial development in the unincorporated areas of Grant County must be restricted to existing villages. Further spot zoning and violations of land use principles will result in spotty commercial development. Allowing even one or two such developments will set a precedent and negate any future attempts to prevent the spread of isolated commercial development. Commercial development at intersections in the rural area of the county has occurred; further occurrence on new isolated sites will violate the goals of this plan. The small community areas, however, should be flexible enough to permit the existing business areas to continue.

The following policies shall apply to all commercial development:

1. Commercial areas should be convenient to and separate from other use areas.

2. Existing commercial activities, which are presently located in areas that are not desirable for commercial development or expansion, should either be redeveloped or stabilized (not expanded).
3. Commercial areas should be accessible to major traffic arteries however, new curb-cuts should be kept to a minimum by requiring commercial facilities to share frontage roads, service access areas or parking lots. Guidelines shall be developed by the Planning Commission to regulate the spacing of roadway access points to adjacent development for the purpose of ensuring smooth flow of traffic on abutting roadways and preventing traffic hazards related to ingress and egress of pedestrian and vehicles from commercial areas.
4. Concentrated cluster of stores, as opposed to linear developments along major thoroughfares, should be encouraged as they are more convenient and tend to protect overall property values.
5. Buffering or screening shall be required when a commercial area is proposed next to existing residential areas. Trees, landscaping, benches and other site amenities should be incorporated into the design.
6. Commercial development should be designed to include, where appropriate, circulation patterns for pedestrians, bicycles and handicapped people
7. Commercial signs should not be a visual nuisance or a safety hazard to vehicular traffic.
8. Commercial design should include adequate parking facilities with entrances and exits from major streets that minimize interference with traffic flow.
9. In certain cases, some limited mixing of residential and commercial use types may be desirable, such as second floor residential apartments above first floor commercial uses. Such mixing should be well planned and well regulated.
10. All commercial development proposals shall address the following: All applications for new or expanded commercial development shall include an assessment of impacts on the environment, on existing service systems, and on adjacent properties. This assessment shall include: 1) Impacts on land, air quality, surface and ground water, and historic resources and natural areas identified by federal, state, and local government for protection.

#### ***COMMERCIAL DEVELOPMENT POLICIES (Existing Cities)***

The Central Business District of each city serves a variety of functions such as retailing, entertainment, administration and government and is oriented to a citywide, countywide or regional market. It required access to relatively large numbers of people for support and is normally the focal point of all activities in the community. In addition to the general commercial development policies, the Central Business District should be:

1. An efficient and compact place in which to move about and do business. The Central Business District functions more efficiently if shopping and other activities are oriented to the pedestrian. Convenient parking lots are a necessity.
2. The Central Business District should be an attractive place in which to shop because shoppers tend to patronize an area where facilities are pleasant and convenient. The development of a safe and attractive pedestrian environment in the CBD shall be encouraged.
3. The Central Business District should provide a wide range of economic activity

4. Promote the development of a variety of activities within the CBD that will enhance its appeal for human interaction.

### ***NEIGHBORHOOD COMMERCIAL DEVELOPMENT POLICIES***

In addition to the general commercial development policies, the following issues should be addressed in the neighborhood commercial zones.

1. Development of neighborhood commercial areas should be allowed when it can be proved that the need clearly exists.
2. There should be a smooth transition between the commercial area and adjacent land uses. This transition should reflect existing architectural and residential character.
3. New neighborhood commercial areas should be developed according to appropriate shopping center standards in order to ensure attractive, stable, convenient places to shop and to permit maximum benefit and support of shopping centers from compatible uses and community facilities. Appropriate standards should be developed to address the following elements of shopping center design.
  - a. Internal traffic circulation and adequate parking,
  - b. Loading and unloading areas,
  - c. Pedestrian circulation within the proposed development and between the commercial area and adjacent neighborhoods and other public facilities, landscaping and other site amenities,
  - d. Buffering from less intense adjacent uses, drainage, number, location, and spacing of access points to adjacent roadways.
  - e. Compatibility with adjacent and surrounding development by minimizing negative impacts on adjacent and surrounding uses, and
  - f. Adequate setback from the street right-of-way.

### **OFFICE/ INDUSTRIAL EMPLOYMENT CENTER DEVELOPMENT POLICIES**

All future employment center development should be located in the planned office/industrial areas, as defined by the Grant County Industrial Authority, in Crittenden, Dry Ridge, and Williamstown. This type of development in unincorporated areas of Grant County sites is not encouraged.

Sufficient high-quality industrial sites and facilities exist in Williamstown and Dry Ridge. These areas include the areas located on Industrial Road, the Verst property on U.S. 25 and the industries located on Ruthman Drive. New industrially zoned land should be located adjacent to the existing industrial park, or in the general vicinity. All new sites should be evaluated against the Urban Land Use Location Principles for industry described in the previous section of this chapter. Location principles for office parks should be the same as for industrial sites, and may locate within the same designated areas.

Some small industrial-type home occupations and agricultural accessory uses should be permitted in agricultural districts as conditional uses. These small industries should include services related to agricultural activities such as farm implement repair, farm curing, limited



warehousing, etc. Home occupations in agricultural districts should be flexible but moderately restrictive. The following are specific office/industrial center development policies;

1. Industries should be located in planned industrial parks or adjacent to an existing industry to form industrial clusters.
2. Land which can be most advantageously used for office/industrial purposes should be identified and reserved for employment center use and encouraged to be exclusively used for such purposes.
3. Office/Industrial sites should have good access to highways and when required, rail facilities.
4. Office/Industrial areas should be located in areas served by or capable of being served by water, gas, sewage, and electricity within the planning period. The availability and these facilities must be sufficient scale and a prerequisite for an office/industrial use.
5. Office/Industrial developments shall provided adequate buffering between proposed uses and adjacent existing or zoned commercial and residential uses. These sites should also be separated from other areas by such buffers as major highways, railroad lines, park or greenbelt areas, or natural geological features. In addition, landscaping and beautification of all industrial locations shall be required.
6. Enough land should be provided for industrial operations, future expansion, off-street parking, loading and unloading.
7. All applications for new or expanded industrial development shall included an assessment of impacts on the environment, on existing service systems, and on adjacent properties. This assessment shall include:
  - a. Impacts on land, air quality, surface and ground water, and historic resources and natural areas identified by federal, state, and local government for protection
  - b. Impacts on community service systems, including water, wastewater, traffic, schools, police, fire, and recreation.
  - c. Impacts on adjacent land uses, including noise, traffic, glare, dust, odors, vibrations, and visual appearance at the property line of the proposed use.
  - d. Impacts on community service systems, including water, wastewater, traffic, schools, police, fire, and recreation.
  - e. Impacts on adjacent land uses, including noise, traffic, glare, dust, odors, vibrations, and visual appearance at the property line of the proposed use.

#### ***PUBLIC AND SEMI-PUBLIC DEVELOPMENT POLICIES***

Public facilities such as school and fire stations should be designed so as to complement the areas within which they are located. They should be convenient to the population served while at the same time creating the least possible conflict with adjoining uses. Particular importance is attached, therefore, to adequate site size to accommodate future as well as existing needs. Buildings should be properly related to parking and service areas, and the street should have adequate capacity to handle circulation requirements of the facility.

The school park concept should be utilized in development school and park facilities because of the potential for coordination and joint use of facilities and for the benefit of the tax-paying public.

Utility development policies are an important part of a land use plan. These policies can be used to control and guide development by encouraging development where utility services are available. Due to extreme topographical conditions, sparse population, and/or remoteness of many areas of the county, it is often cost prohibitive and impractical to extend public utilities to those areas. The following policies are recommended to guide future utility extensions.

1. Adequate utilities should be extended on a priority basis to all areas of the county that are urban in character and within the service areas of the respective utility providers. The utilities extended into urban or urbanizing areas should meet health and safety standards including adequate fire fighting capability.
2. All new developments, whether they are residential, commercial, industrial, or recreational in character, should have all proper utilities installed by the development group whether private or public.
3. The extension of utilities of proper capacity in designated growth areas should precede development or be installed at the time development occurs
4. The use of underground utilities should be encouraged where feasible
5. When utility construction equipment, materials, or hardware are stored out of doors, the site shall be screened and landscaped in such a manner as not to detract from the surrounding area.